Appendix B: Implementation Strategies

This appendix is like a tool box. It sets forth some potential strategies, or options, that can be studied further, used, adopted, or otherwise modified when considering how to implement the policies and guidelines of **Chapter 3** of the *Primary Urban Center Development Plan* or when considering what kinds of specific implementation-oriented planning instruments to use in developing neighborhood plans. They are generally more specific and detailed than the guidelines. In some cases, more study may be needed to establish the efficacy and understand the possible disadvantages of a particular option. Some options may be best suited to more detailed community- or neighborhood-level plans. This appendix is intended as a resource for the making of neighborhood plans and for revisions to the *Land Use Ordinance (LUO).* The implementation strategies are organized according to the five major headings of **Chapter 3**. Strategies are listed for **Sections 3.1, 3.2, 3.3,** and **3.5**. There are none listed for **Section 3.4**, which relates to visitor, office, military and industrial centers.

3.1 POTENTIAL IMPLEMENTATION STRATEGIES FOR PROTECTION OF NATURAL, CULTURAL, SCENIC RESOURCES

Following are potential implementation strategies relating to natural, cultural, and scenic resources, organized by subject area.

Historic Sites and Districts

- Adopt a property tax abatement program that bases assessments of land value for eligible historic sites on existing use rather than highest and best use.
- Develop flexible development standards for historic sites and landmarks.
- Allow adaptive reuse of historic dwellings and sites compatible in type and scale with the residential neighborhood.
- Promote private reinvestment in historic districts by making public investments that upgrade services and improve security and enhance the appearance of the area, consistent with the historic design theme of the district.

Native Hawaiian Cultural and Archaeological Sites

- Require preservation in-situ where recommended by the State Historic Preservation Officer.
- Determine the appropriate preservation methods on a site-by-site basis in consultation with the State Historic Preservation Officer.

- Determine appropriate delineation of site boundaries and setbacks and restrictions for adjacent uses on a site-by-site basis in consultation with the State Historic Preservation Officer, taking into consideration sight lines that are significant to the original purpose and value of the site.

Stream Greenways and Drainage

- Where possible, retain and restore natural vegetation along stream channels.

- Use athletic fields and other natural areas as stormwater retention basins.

- Where modification of a stream channel is necessary for flood control or to stabilize the channel, use rip-rap armoring and vegetation on the upper banks in lieu of a concrete box design.

Parks and Recreational Open Spaces

- Locate areas designed for sporting events that attract high numbers of people near major collector streets and transit stops.

- Avoid the placement of lighted playfields and outdoor courts near apartments or other residential areas where excessive glare and noise would cause disturbances during the evening and night.

- Promote the joint development, use and maintenance of facilities under the jurisdiction of the City Department of Parks and Recreation, the State Department of Education and private, nonprofit recreational organizations.

- Maintain a significant amount of open space and area dedicated to passive recreation on all park lands, especially the regional and islandwide parks.

- Minimize the visibility of large recreation buildings or structures, lighting, parking lots, perimeter fencing, and other utilitarian elements through plantings or other appropriate visual screening adjacent to residential areas and major streets.

3.2 POTENTIAL IMPLEMENTATION STRATEGIES FOR CULTIVATING LIVABLE NEIGHBORHOODS

The following implementation strategies relate to planning for neighborhoods and specific areas, commercial corridors, and the areas around transit stations. They are organized into categories for "Tools for Livable Communities," with strategies specific to Shopping and Retail Business Districts, In-Town Residential Neighborhoods and *Mauka* Residential Neighborhoods.

TOOLS FOR LIVABLE COMMUNITIES

Maintain existing zoning where appropriate

- Apply existing zoning where warranted by neighborhood character or community objectives.
- Strengthen existing zoning provisions where needed to clarify or implement zoning intent.

Improve the pedestrian network

- Retain public roads and right-of-ways.
- Avoid superblock developments.
- Create midblock pathways.

Allow "build-to lines" rather than yard setbacks

- Along key "main street" corridors.
- Fronting or bordering parks.
- At "neighborhood corner" commercial areas.
- Exceptions include civic and educational institutions.

Create buildings that turn their "eyes on the street":

- No blank walls, parking garage facades or lots along key streets.
- Place usable entry doors and windows at street level.

Require usable parks rather than "buffers"

- Create usable open space – plazas, parks, and courtyards (eliminate unusable building setbacks and "buffers").
- Increase safety by using adjacent buildings to help supervise parks.
- Revise Park Dedication rules for in-town multifamily projects to favor usable public open spaces.

Review and evaluate existing parking regulations and requirements

- Consider creating "Park-Once Districts" where appropriate.

- Consider counting all parking in a given district.

- Evaluate parking requirements based on actual use and needs within 1/4 mile of transit stops.

Develop "healthy streetscape" standards

- Provide wider sidewalks on key streets.

- Plant shade trees in planter strips between curbs and sidewalks.

- Develop safer pedestrian crossings using curb extensions and median crossings.

- Incorporate bike lanes.

Foster mixed-use zoning and apply where appropriate

- Promote residential apartments in commercial districts.

- Create Workplace Zoning Districts where a combination of "clean" lifestyle support uses are allowed subject to performance standards for compatibility.

SHOPPING AND RETAIL BUSINESS DISTRICTS

In-town Commercial Districts

- Revitalize older commercial streets by providing municipal parking lots or additional on-street parking instead of requiring parking on each lot, and by making visual improvements such as street trees, special signage, and fixtures.

- Locate and design municipal parking to be convenient for business customers and clients. Parking lots should be no farther than a five-minute walking distance from any business establishment, which may mean several small lots at dispersed points along a commercial street rather than a single, large lot.

- Require that buildings on specified streets build to the sidewalk.

- Support older commercial centers by providing public parking, possibly using parking improvement districts and by reducing or eliminating parking requirements for small, older commercial buildings in targeted neighborhood business districts.

- Preserve street-wall building forms along older commercial streets by establishing "build-to" lines and requiring display windows and pedestrian entries along street frontages for new construction. Allow canopies to project into the sidewalk area and plant street trees in the sidewalk area instead of landscaped setbacks from the front property line.

Community/Neighborhood Commercial Areas

- Require parking lots, service areas, and loading zones to be screened from view of the street and adjacent residential lots.

- Require new commercial buildings located directly adjacent to residential dwellings to achieve effective transition in scale, if necessary, and to utilize building and roof treatments that are sympathetic to residential character.

- Allow only low-level lighting for parking and service areas.

- Reduce or waive off-street parking requirements for neighborhood stores.

Shopping Centers

- Develop performance standards for shopping centers requiring: (1) clearly-defined pedestrian walkways between the sidewalk and building entrances; (2) placement of stores along a portion of the street frontage; (3) convenient access to public transit; and (4) mitigation of vehicular traffic impacts. Standards could be implemented by requiring a conditional use or similar permit for shopping centers over a certain size.

IN-TOWN RESIDENTIAL NEIGHBORHOODS

- Redevelop minor streets within in-town, higher-density residential neighborhoods to create open space "green streets." A green street may have limited one-way vehicular traffic and should employ traffic calming design. Reclaimed portions of the right-of-way could accommodate wider sidewalks, trees and plantings, and seating areas. **Figure A** is one example of how a green street might be designed.

MAUKA RESIDENTIAL NEIGHBORHOODS

Residential Street Character

- Adopt revised standards for streets and front yards that maintain or enhance the visual openness and landscaped quality of streets and front yards and emphasize pedestrian and bicycle safety and convenience.

- Widen the automobile travelway only where clearly needed for public health and safety.

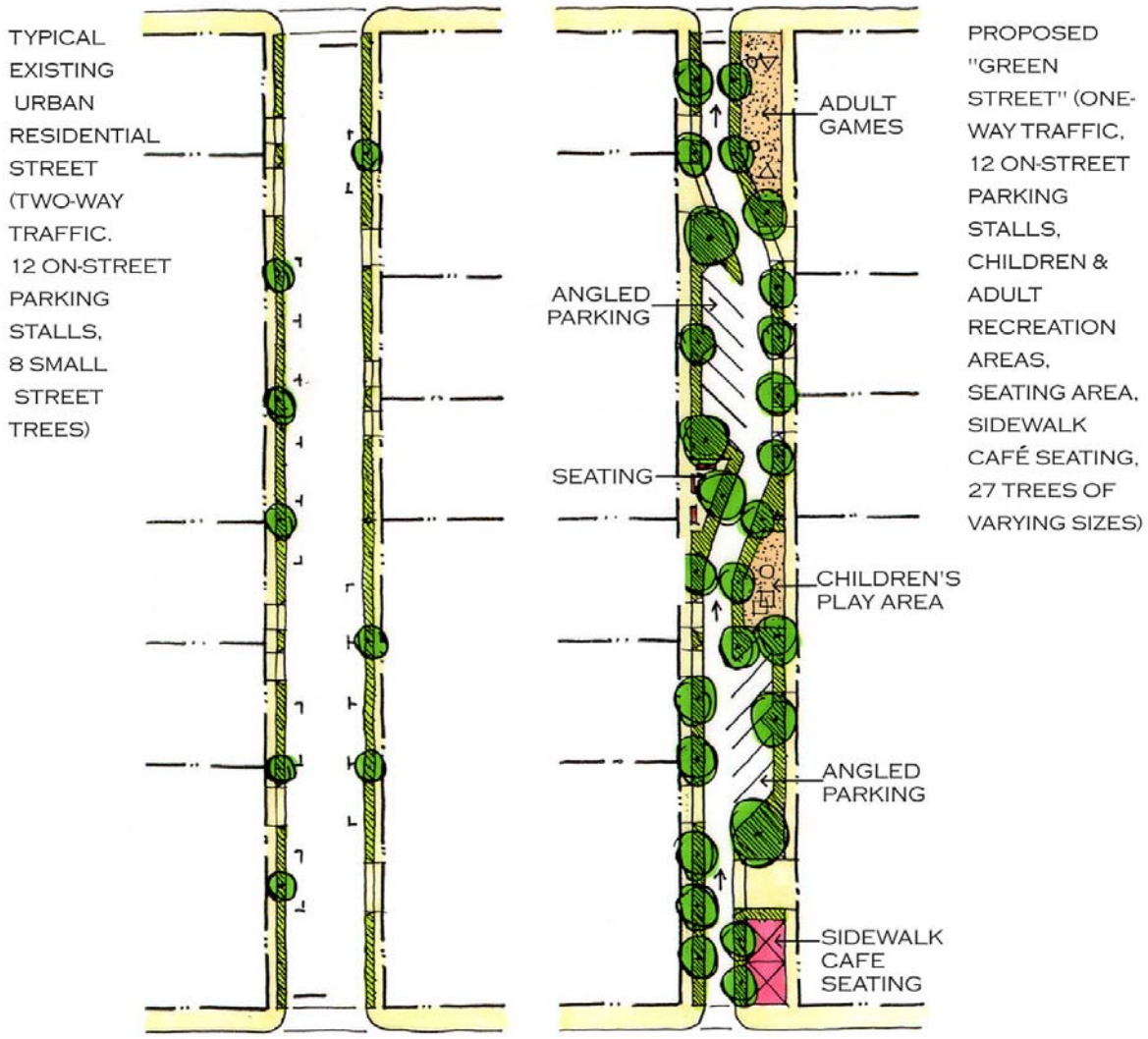
- Implement traffic calming measures in conjunction with community-based efforts to improve neighborhood quality of life.

Commercial Uses and Parking

- Encourage the development and continuation of commercial uses that have a pedestrian orientation and a predominantly neighborhood service area.

- Alleviate traffic and parking impacts of commercial and institutional uses.

FIGURE A: URBAN GREEN STREET



3.3 POTENTIAL IMPLEMENTATION STRATEGIES FOR DEVELOPING IN-TOWN HOUSING CHOICES

Policies in **Section 3.3** of the plan call for developing in-town housing opportunities that are affordable and that contribute to livable neighborhoods. Zoning and building

regulations are among the key factors affecting the design and cost of housing. Below are some potential options for revising zoning and building regulations.

These options could be used to thoroughly revise apartment development standards citywide; or they could be applied to specific neighborhoods or districts of the PUC. At a minimum, the *LUO* development standards for Apartment districts should be thoroughly reviewed in light of current best practices. Neighborhood and special area plans should also consider alternative zoning and building standards for apartment housing.

Promote people-scaled, pedestrian-friendly multifamily housing

- Allow buildings to cover a larger portion of the lot. Because current (2001) *LUO* standards limit building area to 40 percent on larger lots, tower type of building design is rewarded. If, instead, greater lot coverage is allowed, then building heights can be reduced. Buildings that have similar, low heights bring residents closer to the ground, relate better to adjoining buildings, and have a scale more in keeping with the streets and street trees.

- Reduce or eliminate required front and side yard setbacks. Front yards provide little usable open space and remove buildings from the street and from easy access by pedestrians. Eliminating the front yard provides opportunities for ground-floor storefronts, enlivening the street. Side yards often create "tunnels" of wasted space between tall buildings. Allowing walls to abut at side property lines eliminates this wasted space, allows more efficient use of the lot, and creates a "street wall" along the sidewalk. Establishing a required "build-to" line is often used to create a street wall.

- Require a pedestrian entrance from the sidewalk. An entry from the sidewalk encourages residents to do errands by walking and encourages interaction among neighbors. Along with ground-floor storefronts, pedestrian entries contribute to activity and safety along the street.

Reduce the cost of apartment dwellings

- Allow additional floor area for multifamily housing. Existing floor-to-land-area ratios (FAR) are relatively low. For example, it is possible to build 1.0 FAR in a residential district, but the A-1 Apartment District allows only 0.9 FAR. Some very successful apartment projects have been built at 3.5 FAR under BMX-3 zoning. Increasing the FAR has the effect of reducing the per-unit cost of land and infrastructure.

- Evaluate minimum parking requirements. Since the typical cost for a multilevel parking structure averages $25,000 per stall, reducing the number of required spaces where appropriate could make apartment housing less costly.

- Count parking as floor area and increase FAR commensurately. Although aboveground parking structures contribute substantially to building mass,

parking is not counted as floor area under current *LUO* regulations. (Parking structures can add as much as 3.0 FAR in building mass.) Under this flexible, market-based option, the developer would choose how much FAR to use for apartments and how much to use for parking stalls.

- Change building regulations to encourage less costly types of construction while maintaining existing health and safety standards.

Improve the feasibility of building on small lots

- Eliminate disincentives for building on small lots. Current *LUO* regulations have a sliding scale that reduces the maximum FAR for lots of less than 40,000 square feet. Eliminating or modifying this disincentive, and eliminating or reducing development standards for setbacks and site coverage may improve development feasibility for smaller lots.

Encourage rehabilitation of older apartment housing

- Develop separate building code provisions for rehabilitation of older apartment buildings, while maintaining health and safety standards. A more flexible code would encourage reinvestment and maintenance of low-rent housing.

Augment schools and services to serve higher-density residential areas

- Establish after-hours use of school fields and recreational facilities for neighborhood residents. Residents should contribute to care and maintenance of the facilities. The school campus should be integrated into the neighborhood and should have multiple points of pedestrian entry.

Expand the supply of affordable housing

- Expand the inventory of affordable housing units as needed by the community.

3.4 POTENTIAL IMPLEMENTATION STRATEGIES FOR DEVELOPING A BALANCED TRANSPORTATION SYSTEM

Policies in **Section 3.5** of the Development Plan call for developing a balanced transportation system that will provide mobility and improve the quality of life in the Primary Urban Center without major roadway expansions. Below are some potential options that could be used to carry out specific policies and guidelines.

Coordinate land use policies and regulations with transit development

- To promote the development of higher-density, mixed-use (i.e., residential-commercial) projects within the rapid transit corridor, provide incentives in the zoning code, such as floor area bonuses, use allocation ratios, and shared use of parking and loading.

- To promote pedestrian activity and facilitate transit ridership, establish special land use, design, and development standards for frontage properties along transit-oriented streets, with particular attention to the areas around transit centers and stops. Development standards may include reduced off-street parking; pedestrian entries close to the sidewalk, façade treatments that provide interest and amenities for pedestrians, and uses at ground level that generate pedestrian traffic.

Support transit and manage transportation demand

- Develop strategically located public parking facilities to support transit ridership.

- To promote transit ridership and increase housing affordability, reduce off-street parking requirements in the transit corridor and consider establishing maximum parking ratios rather than minimum ratios in selected areas.

- Provide incentives for developers and employers to prepare and implement trip reduction plans. Density bonuses may be appropriate for new development projects that demonstrate reductions in the number of external trips through provision of mixed uses and transit-oriented design.

- Encourage Downtown employers to implement work behavior changes such as telecommuting, flexible hours, and four-day workweeks.

Improve roadway planning and design

- Classify the major traffic streets, transit streets, pedestrian routes, bikeways, truck routes, and streets that serve multiple functions. Develop design and traffic operation guidelines for each street type, including appropriate land use and design treatment for frontage properties.

- Develop guidelines and initiatives to retrofit those streets that have a distinctive identity or whose identity has been degraded but could be restored. Examples of streets with a strong identity include Kapahulu Avenue, Waialae Avenue, Kahala Avenue, Bishop Street, and Oahu Avenue.

- Redefine the primary purpose of street setback lines and right-of-way acquisition to widen sidewalks, provide landscaping, and develop transit facilities. Priority should be given to major streets within the rapid transit corridor that are fronted by properties with significant development potential. Examples are Kalakaua Avenue between King Street and Ala Wai Bridge; Keeaumoku Street between Kinau Street and Kapiolani Boulevard; and Pensacola Street between King Street and Kapiolani Boulevard.

- Identify neighborhoods experiencing “shortcutting” to determine where to implement traffic calming and enforcement measures to minimize the impact.

Improve bicycling facilities

- Implement other policies and programs recommended in the *Honolulu Bicycle Master Plan*, giving priority to the following: (1) amending the *Land Use Ordinance* to require minimum short- and long-term bicycle parking by land use type; (2) providing incentives for developers to provide secure bicycle storage facilities and showers; and (3) undertaking educational, promotional and enforcement programs to institutionalize the concepts of bicycle-friendliness.